



## CITY OF NEWPORT BEACH BALBOA VILLAGE ADVISORY COMMITTEE AGENDA

ExplorOcean  
600 East Bay Avenue  
Wednesday, August 14, 2013 - 4:00 p.m. to 5:30 p.m.

### Committee Members:

Michael Henn – Council Member (Chair)  
Tony Petros – Council Member  
Gloria Oakes – Balboa Peninsula Point Association  
Ralph Rodheim – Balboa Village Merchant Association Member  
Laura Keane – Central Newport Beach Community Association  
Tom Pollack – ExplorOcean Representative  
Jim Stratton – At-Large Representative

### Staff Members:

Kimberly Brandt, Community Development Director  
Brenda Wisneski, Deputy Community Development Director  
Tony Brine, City Traffic Engineer  
Fern Nueno, Associate Planner

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- I. **Call Meeting to Order**
  - II. **Public Comment on Non-Agendized Items** (comments limited to 3 minutes)
  - III. **Approval of Minutes** (Attachment 1)  
*Recommended Action: Approve June 12, 2013 Minutes.*
  - IV. **Project Status and Next Steps**  
*Recommended Action: Review achievements and next steps. No action required.*
  - V. **Discussion with the Urban Land Institute Technical Advisory Panel**  
*Recommended Action: No action required.*
  - VI. **Parking Benefit District & Shared Parking Implementation** (Attachment 2)  
*Recommended Action: Approve Parking Subcommittee Recommendations.*
  - VII. **Public Comment**
  - VIII. **Adjournment** *Next Meeting Date: Wednesday, September 11, 2013 4:00 p.m. to 5:30 p.m.*

Please refer to the City Website, <http://www.newportbeachca.gov/index.aspx?page=2196>, for additional information regarding the Balboa Village Advisory Committee.

AN AGENDA FOR THIS MEETING HAS BEEN POSTED AT LEAST 72 HOURS IN ADVANCE OF THE MEETING AND THE PUBLIC IS ALLOWED TO COMMENT ON AGENDA ITEMS.

IT IS THE INTENTION OF THE CITY OF NEWPORT BEACH TO COMPLY WITH THE AMERICANS WITH DISABILITIES ACT (ADA) IN ALL RESPECTS. IF, AS AN ATTENDEE OR A PARTICIPANT AT THIS MEETING, YOU WILL NEED SPECIAL ASSISTANCE BEYOND WHAT IS NORMALLY PROVIDED, THE CITY OF NEWPORT BEACH WILL ATTEMPT TO ACCOMMODATE YOU IN EVERY REASONABLE MANNER. PLEASE CONTACT LEILANI BROWN, CITY CLERK, AT LEAST 72 HOURS PRIOR TO THE MEETING TO INFORM US OF YOUR PARTICULAR NEEDS AND TO DETERMINE IF ACCOMMODATION IS FEASIBLE (949-644-3005 OR [CITYCLERK@NEWPORTBEACHCA.GOV](mailto:CITYCLERK@NEWPORTBEACHCA.GOV)).

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**CITY OF NEWPORT BEACH**  
**BALBOA VILLAGE ADVISORY COMMITTEE MINUTES**  
Location: ExplorOcean, 600 East Bay Avenue  
Wednesday, June 12, 2013 - 4:00 p.m. to 5:30 p.m.

**I. Call Meeting to Order**

Council Member Henn called the meeting to order at 4:00 p.m.

The following persons were in attendance:

**Committee Members:**

Michael Henn, Council Member (Chair)  
Gloria Oakes – Balboa Peninsula Point HOA  
Ralph Rodheim – Balboa Village BID Board Member  
Laura Keane – Central Newport Beach Community Association  
Tom Pollack – ExplorOcean Representative

Tony Petros, Council Member – Council Member - Absent (Excused)  
Jim Stratton – At-Large Representative – Absent (Excused)

**Staff Members:**

Kimberly Brandt, Community Development Director  
Brenda Wisneski, Deputy Community Development Director  
Tony Brine, City Traffic Engineer  
Fern Nueno, Associate Planner

**II. Public Comment on Non-Agendized Items** (comments limited to 3 minutes)

Interested parties were invited to address the Committee on Non-Agendized Items.

Bill Dildine reported challenges with obtaining information on moorings to determine the residency of users.

Chair Henn stated that mooring permits are public records and indicated that staff will be able to help with the matter.

There being no others wishing to address the Commission, Chair Henn closed the Public Comments portion of the meeting.

**III. Approval of Minutes (Attachment 1)**

*Recommended Action: Approve May 8, 2013 Minutes*

Interested parties were invited to address the Committee on this item.

Jim Mosher suggested corrections to the minutes.

There being no others wishing to address the Committee, Chair Henn closed public comments for this matter.

Committee Member Pollack moved to approve the minutes of the May 8, 2013 meeting as amended, and Committee Member Keane seconded the motion; and the motion carried unanimously.

**IV. Mooring Permittee Survey Results (Attachment 2)**

*Recommended Action: No formal action required*

Associate Planner Nueno referred to the survey released in October 2012 regarding the Residential Parking Permit Program (RP3) and referenced a prior presentation which summarized the results. At that meeting, the Committee directed staff to survey the mooring permittees. The survey was mailed to all mooring permittees in the vicinity. Ms. Nueno presented a summary of those results, and reported a 40% response rate. It was noted that this includes the information requested by a previous public speaker, Bill Dildine, and staff would provide that information to him.

Discussion followed regarding the hours for the RP3 being too restrictive and differences in responses between residents and mooring permit owners.

Interested parties were invited to address the Committee on this item.

Kenneth Goen requested to include mooring owners when considering overnight parking permits.

Discussion followed regarding fees paid by mooring owners, the number of mooring owners who park overnight, inclusion of mooring owners in the RP3, and the number of permits that would be available to mooring owners.

Chair Henn stated that no action is required for this item at this time and that the issue of distinguishing residents from mooring owners will need further discussion.

It was noted that some of the mooring permit holders are residents of the neighborhood and live on the moorings.

Kathryn Wesley reported that she is a boat owner and felt that mooring permit owners contribute to the City and should be considered a part of the community. She expressed her appreciation to the Committee for their time and effort, and for allowing mooring permit owners to have a voice.

Chair Henn reported that staff will put together a final set of recommendations for Council action. He noted that the Committee succeeded in providing a voice to the mooring permittees, and noted that City Council will take the final action and there will be further opportunity for public input.

There being no others wishing to address the Committee, Chair Henn closed public comments for this item.

**V. Spring Parking Field Work Results (Attachment 3)**

*Recommended Action: Review revised results. No action required.*

Ms. Nueno reported that the additional field survey was conducted on a Thursday night from 9:00 p.m. to 11:00 p.m. and showed that there was an increase in occupancy during that time period than from the previous survey conducted from 6:00 p.m. to 8:00 p.m. She addressed on-street parking, off-street parking, and comparisons between the two time ranges.

Discussion followed regarding occupancy levels, additional surveys during the summer months, and the 9:00 p.m. to 11:00 p.m. results being indicative of those who park overnight. A summary analysis will be present subsequent to completion of the surveys.

Interested parties were invited to address the Committee on this matter.

Howard Hall wondered how the survey will discern whether the people that are parking overnight are necessarily residents or non-residents and whether the meter spill-over is affecting the area. He addressed congestion during the day in other areas, but not in his area.

Chair Henn stated that parking capacity is a significant issue and noted that additional information is available from the last windshield survey performed and that successive surveys will provide even more.

Discussion followed regarding differences in parking through different sections.

Jim Mosher opined that the information contradicts the need for a residential parking permit program. He felt that residents are causing the problem.

There being no others wishing to address the Committee, Chair Henn closed public comment for this matter.

**VI. Shared Parking District & Parking Standards (Attachment 4)**

*Recommended Action: Discuss concepts and provide direction.*

Deputy Community Development Director Brenda Wisneski presented details of a proposed shared parking district and parking standards. She addressed parking demand and barriers relative to change of uses and development of individual parcels. She presented an introduction of the concept and noted that the idea is to return to the Committee for consideration of appropriate parking standards. Ms. Wisneski indicated the intent to have people "park once" and "stay longer" and presented ideas to encourage the practice including requiring new developments to provide public parking and for existing commercial entities to provide parking through lease agreements.

Ensuing discussion pertained to issues regarding parking in commercial areas of the Village.

Ms. Wisneski addressed considering and modifying parking requirements according to the specific needs of the area and the type of use.

Members of the Committee commented positively on the concept. A suggestion was made to consider off-site parking and shuttle service during certain times of the year such as peak periods and special events.

Chair Henn agreed with the need to address the matter in recommendations to Council. He spoke in support of modifying parking requirements relative to commercial uses.

Discussion followed regarding making sure that residents are considered, benefits of having a shuttle service, the rationale for metered parking in the area as compared to other areas in the City, and attracting residents to the area especially during off-season.

Interested parties were invited to address the Committee on this matter.

Mike Thompson commented in support of off-site parking and offering a shuttle service but indicated challenges with maintaining a schedule. He wondered regarding the number of private parking spaces available for shared parking in the Village.

Staff addressed areas that have private parking spaces.

Discussion followed regarding shared parking at ExplorOcean and benefits of the shared parking concept.

Bill Dildine expressed concerns regarding the possibility of a shuttle in the area and suggested approaching OCTA on the matter of shuttle service.

Howard Hall commented on the exclusion of Balboa Island as a comparison in the original study. He stated that the area must be made inviting in order to attract businesses, especially during off season.

Jim Mosher commented on the parking inventory in Balboa Village and potential loss of commercial parking spaces

when property is redeveloped.

There being no others wishing to address the Committee, Chair Henn closed public comments for this matter.

Ms. Wisneski reported that the plan is the return to the Committee in July with potential recommendations to consider.

Ensuing discussion pertained to the possibility of testing a shuttle system during the upcoming Holiday Season, the possibility of using the old City Hall parking lot and potential funding through the Balboa Merchants Association or other appropriate organizations.

#### **VII. Public Comment**

Community Development Director Kimberly Brandt presented an update on the Urban Land Institute (ULI) Technical Advisory Panel (TAP). Panel Members will attend the August 14, 2013 BVAC meeting for a question-and-answer session. They will also attend a tour of the Village in preparation for the September 11, 2013 meeting.

It was noted that a local Balboa Peninsula resident and business owner, Bob Voit has offered to fund the panel.

#### **VIII. Adjournment**

There being no further business to come before the Committee, Chair Henn adjourned the meeting at 5:00 p.m.

Next Meeting Date: Wednesday, July 10, 2013, 4:00 p.m. to 5:30 p.m.



CITY OF NEWPORT BEACH  
COMMUNITY DEVELOPMENT DEPARTMENT  
100 CIVIC CENTER DRIVE  
NEWPORT BEACH, CA 92660  
(949) 644- 3297

## Memorandum

**To:** Balboa Village Advisory Committee Members  
**From:** BVAC Parking Subcommittee  
**Date:** August 7, 2013  
**Re:** Parking Benefit District

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The BVAC Parking Subcommittee reviewed and discussed the findings presented in the memo prepared by Nelson Nygaard regarding the development of a Parking Benefit District (PBD) for the Balboa Village. The following are the Subcommittee's recommendations:

1. Establish district boundaries as shown in Figure 5 of the memo.
2. Maintain funding collected within the District for projects which would benefit the Village.
3. Funds collected should not replace funding already committed to the Village for standard maintenance.
4. Potential projects to be considered and prioritized:
  - a. Façade improvement program
  - b. Streetscape improvements
  - c. Shuttle system
  - d. Reserve funding to establish additional parking in the future, when needed.
5. City to manage the allocation of PBD funds with input from Balboa Village merchants, tenants, residents, and property owners.

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## MEMORANDUM

To: Brenda Wisneski  
From: Nelson\Nygaard Project Team  
Date: August 5, 2013  
Subject: DRAFT Parking Benefit District & Shared Parking Implementation

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### INTRODUCTION

The 2012 Balboa Village Parking Master Plan (BVPMP) proposed a coordinated set of recommendations designed to improve parking within Balboa Village. Among the innovative parking management strategies identified in the BVPMP was the creation of a Balboa Village Parking Benefit District (PBD) to manage parking in Balboa Village. The purpose of this memorandum is to establish the goals, rules, regulations, and operating structure for a commercial PBD in Balboa Village. In addition, this memorandum outlines policies related to shared parking, which will be a crucial component of implementing a successful PBD.

### Parking Benefit District Overview

PBDs are defined geographic areas, typically in downtowns or along commercial corridors, in which any revenue generated from on-street and off-street parking facilities within the district is reinvested back into local neighborhood improvements. PBDs manage and coordinate parking programs and policies so that parking is, above all, convenient and easy for motorists.

PBDs typically employ a number of parking management techniques, including shared parking, demand-based pricing, and the removal of time limits. Experience has shown that in order to secure community and business support for these strategies, the most important component is revenue reinvestment. If parking revenues “disappear” into the General Fund, where they may appear to produce no direct benefit for the area where they are collected, there may be little support for new parking fees or demand-based pricing. However, when area merchants and property owners can clearly see that parking revenue is spent for the benefit of their district and on projects that they have chosen, they are more willing to support and take an active interest in parking pricing. Although motorists often prefer not to pay for parking or to pay less for parking, a PBD can create a new local constituency for proactive parking management.

Potential PBD expenditures can include a wide variety of transportation related expenditures designed to not only improve parking management, but also improve overall mobility, accessibility, and quality of life within the district.

## Shared Parking Overview

The conventional development pattern in U.S. cities over the past half century has been to require on-site parking for each individual building or land use. As a result, visitors will often drive between different uses—for example, from a restaurant to a movie theatre, or between different shops—even if they are within short walking distance. A shared parking district, or “park once” district uses a common pool of parking facilities to allow visitors to park a single time and then walk easily between different destinations.

Districts with shared parking manage parking spaces as if they are available for public use, rather than reserved for the tenants and visitors associated with a particular property. Shared parking policies do not treat the parking supply as discrete units specific to particular businesses or uses, but rather emphasize the efficient use of the parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces.

Pooling parking resources increases the efficiency of the existing supply in two ways. Because many different land uses (a bank and a bar or restaurant, for example) have different periods of peak parking demand, they can easily share a common parking facility, thereby limiting the need to provide additional parking. Shared parking also greatly increases the effective supply through internal capture (i.e. trips that are entirely “captured” within larger, mixed-use developments and can be made on foot). By eliminating the need to “re-park”, cities can enable people to walk between local destinations. As a result, the number of required spaces, vehicle trips, congestion, and vehicle trips are all reduced. Finally, shared parking promotes pedestrian activity and commercial vitality.

## OVERVIEW OF BEST PRACTICES

A number of cities in California have implemented successful PBDs including Pasadena, Redwood City, and Ventura. Included below is a brief summary of these best practices. Through effective parking management within their respective PBDs—including shared parking agreements and demand-based pricing—these cities have translated parking revenues into tangible benefits in the districts where the revenue is collected.

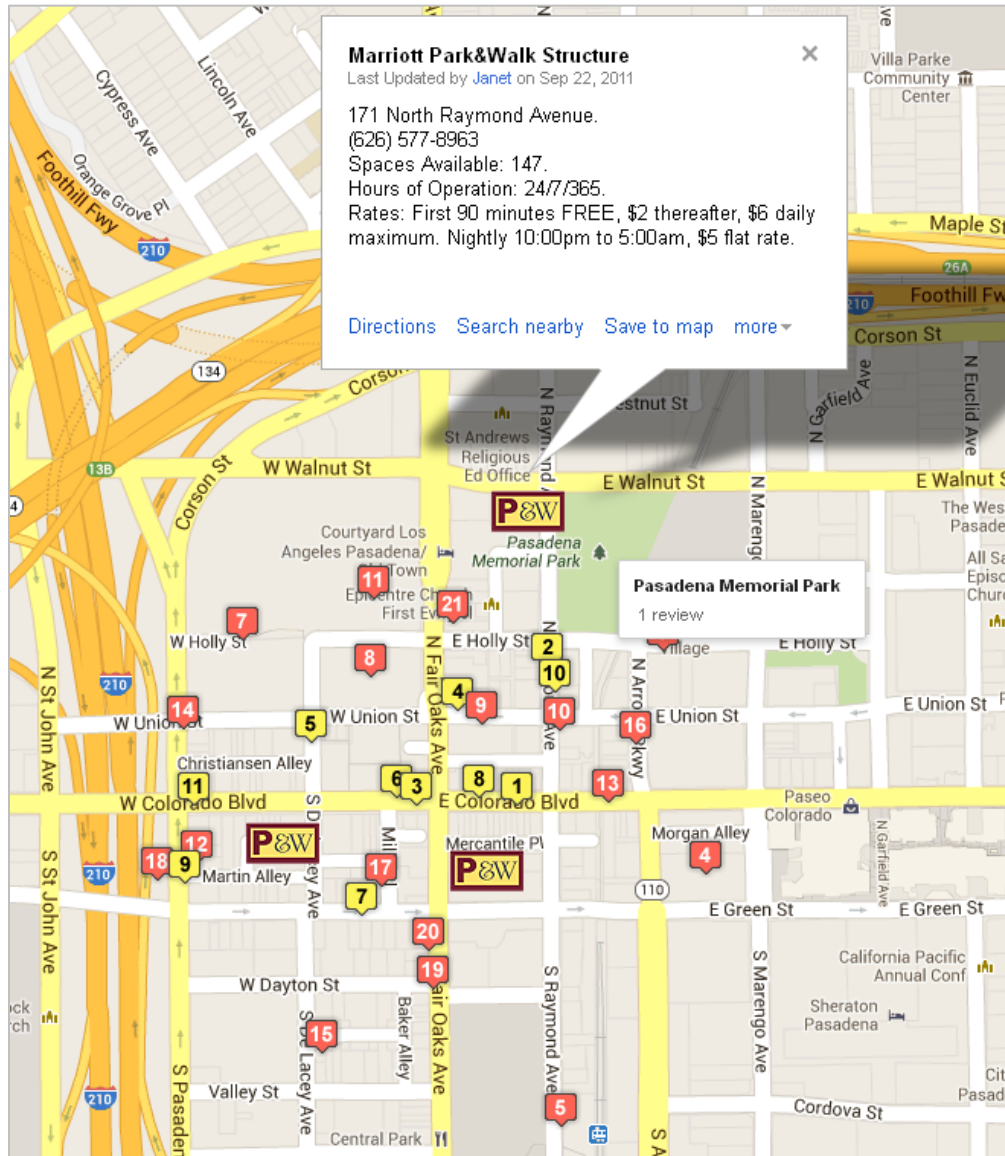
### Old Pasadena, CA

In the early 1990s, the City’s efforts to revive Old Pasadena were being hindered by a lack of convenient and available parking spots for customers. At that time, Old Pasadena had no parking meters, and proposals to install them were opposed by local merchants, who feared charges would further drive customers away. In 1993, the Old Pasadena Parking Meter Zone was created and meters were installed. Borrowing against future meter revenues, the City was able to fund substantial streetscape, maintenance, beautification, safety projects, as well as new parking supply.

With meter revenues, the City’s new garages have been wrapped in ground floor retail and restaurants, in order to minimize their impact on the pedestrian environment. In addition, parking meter revenue from the downtown area has funded the beautification of many downtown alleys. These are often used for loading in the early morning and provide space for outdoor cafes during the day. The alleys also provide pedestrian access and light wells for many garages. In sum, these investments helped to reverse the decline in the district, and an increase in sales tax revenue has created a cycle of reinvestment and additional development making Old Pasadena a

popular destination. Today, the district is managed by the Old Pasadena Management District (OPMD), a non-profit management entity. The OPMD is managed by professional staff, but led by a variety of stakeholders including merchants, tenants, property owners, residents, and City staff.

Figure 1 Old Pasadena Public Parking Facilities



Source: <http://www.oldpasadena.org/map.asp>

**Figure 2** Old Pasadena Meters (left) and Revitalized Alleyway (right)



Source: Flickr users Cheryl & Rich (left) and liberrianPH (right)

## Redwood City, CA

Redwood City uses a variety of tools to comprehensively manage parking. The City has used performance-based pricing to manage on-street demand and maintain parking availability. To implement the program, it created an ordinance that grants its parking management director authority to adjust meter rates based on documented utilization patterns and an explicit availability target of 15%. The City carefully monitors supply and occupancy trends to adjust meter prices and to identify when and where new parking should be built. As a result of the program, parking occupancy along the City's most oversubscribed street has fallen to 82%, congestion has decreased, sales of monthly permits for off-street lots increased 50%, and parking stays have averaged 72 minutes.<sup>1</sup> In Redwood City, effective parking pricing made time limits unnecessary and businesses and their customers happy. Since district inception, parking revenue collected within the district has been used to build a 600-space underground public parking garage and finance other district improvements that benefit the blocks where the money was collected.



The removal of time limits and demand-based pricing within the downtown PBD improved parking availability, satisfying businesses and their customers. Source: [ci.redwood-city.ca.us](http://ci.redwood-city.ca.us)

<sup>1</sup> Dan Zack, City of Redwood City

Figure 3      Parking in Downtown Redwood City



## Downtown Ventura, CA

In response to significant development in Downtown Ventura and subsequent pressure on parking spaces, the City established a downtown parking benefit district in 2009 to make on-street parking more convenient for customers, improve utilization of off-street lots, and reduce traffic congestion.<sup>2</sup> All off-street parking is free, and 318 “high-demand” on-street parking spaces are metered with the goal of maintaining 15% available parking at any one time.

Within the PBD, all on-site parking can be shared between land uses with different periods of peak parking demand, by ordinance. Shared parking is allowed to satisfy 100% of the minimum parking requirement for each land use, providing a degree of flexibility in code-mandated minimum parking requirements. While shared parking within the PBD was formally approved in 2009, a subsequent lack of development has led to the slow adoption of shared parking downtown. In 2013, the first shared parking agreement was formalized. The new office leases 52 spaces in an existing off-street parking structure for \$71/month for parking between the hours of 8 AM and 5 PM. For exclusive reserved spaces, the cost to lease parking is \$142/month. Revenues from this program help fund PBD expenditures.

In its first year of operation, the PBD generated \$530,000 from monthly structured parking permits and 318 on-street metered spaces. Program revenue has been used to provide free

<sup>2</sup> City of Ventura Traffic & Transportation <http://www.cityofventura.net/parking>



outdoor wireless internet service within the Downtown PBD. Visitors can access the wireless internet for a total of one hour at a time. Parking meter revenue has also been used to fund streetscape, landscaping, and lighting improvements in Downtown Ventura and a full-time police officer dedicated to Downtown.

Figure 4      Downtown Ventura



Source: Flickr user Ken Lund

## **BALBOA VILLAGE PARKING BENEFIT DISTRICT**

### **Goals**

As Balboa Village and surrounding communities continue to grow and evolve, the Village's parking needs will also change. As discussed above, parking benefit districts and shared parking programs offer the flexibility to quickly respond to these changes. To maximize the benefits of PBDs and shared parking, address current parking challenges, and allow the City to be nimble in their response to future parking challenges, the following goals are proposed to guide implementation:

- The parking supply should be a public resource that is convenient and easily accessible for all user groups
- The Balboa Village parking supply (public and private) should be managed as part of an integrated, district-wide system
- Parking facilities should be managed with a focus on making the most efficient use of all public and private parking facilities before increasing supply
- Parking regulations should not prevent visitors and residents from coming to (or staying in) Balboa Village

- Demand-based pricing should be utilized as a tool to manage parking supply and demand
- Any potential parking revenue should fund transportation programs that maintain adequate parking supply and enhance mobility in Balboa Village
- The City and PBD should be proactive in community engagement to ensure that local businesses, residents, and visitors understand any new parking policies and programs and how those policies will improve parking in Balboa Village

The following sections establish the rules and regulations associated with establishing a PBD and shared parking program to meet these goals.

## **Implementation**

### **District Initiation**

Under California state law<sup>3</sup>, parking meter zones and parking meter rates can only be established by ordinance. In an ordinance to create a parking zone or PBD, a city need only specify the following:

- District boundaries
- Parking rates within the district
- How the funds will be used

Some cities, such as San Diego, have established ordinances that require a set percentage of revenues (45% in San Diego's case) to be returned to the zone. Others, like Redwood City and Pasadena, return all net revenue, excluding City administration and enforcement costs.

Recommendations on allowable program expenditures and parking rates can be found in subsequent sections. Sample PBD Ordinances can be found in Appendix A.

### **Proposed District Boundary**

All commercial streets with meters and public parking lots from Adams Street to A Street would comprise the PBD. Shared parking policies and demand-based pricing would also be pursued within these bounds.

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<sup>3</sup> California Vehicle Code Section 22508

Figure 5 Balboa Village PBD Boundary



## Proposed Organizational Structure

The body overseeing shared parking provisions and the parking benefit district can take several forms. With the disestablishment of the Balboa Village Business Improvement District (BID) in May 2013, it is recommended that the City manage the allocation of PBD funds with input from Balboa Village merchants, tenants, residents, and property owners. City staff would also be responsible for managing the Balboa Village parking program, monitoring parking occupancy, and implementing parking meter and pricing structures to facilitate demand-based pricing within the PBD.

It is recommended that the following powers and duties be established as part of the PBD:

- Establish criteria by which to select projects and programs
- Define a list of eligible projects and programs
- Allocate funds to selected projects and programs, to be approved by City Council
- Pursue shared parking agreements with private parking operators



- Establish well-defined procedures for soliciting and incorporating community input
- On-going evaluation, management, and reporting of PBD policies and expenditures

To initiate these powers and duties, at a minimum the following should be described:

- The purpose, powers, and duties of those overseeing the PBD, as discussed above
- City membership structure and input process from stakeholders, as discussed above
- Voting or other rules necessary to determine the expenditure of PBD funds
- Meeting and minutes (For example, meetings will be held monthly or as needed. Meeting minutes shall be drafted by the Secretary and made publicly available.)

### **Program Expenditures**

In accordance with the ordinance operationalizing the PBD, the City is charged with adopting a defined list of allowable projects and programs to be funded by PBD revenues and crafting a decision making process for the PBD's expenditures of funds. In general, revenue from the District should be invested in:

- A full spectrum of transportation mobility strategies for Balboa Village employees, visitors, and residents, including transit, carpool, vanpool, bicycle and pedestrian projects and programs
- Streetscape improvements and other beautification projects

Specifically, District revenue could be used for any of the following, as established in a PBD ordinance:

- Purchase and installation costs of meters (e.g., through revenue bonds or a "build-operate-transfer" financing agreement with a vendor) and ongoing operational costs
- Shuttle to remote park-and-ride facilities during peak periods
- Valet parking services during peak periods
- Leasing of private spaces
- Construction of additional parking, if deemed to be necessary
- "Mobility Ambassadors" to provide assistance to visitors as well as additional security
- Landscaping and streetscape greening
- Multimodal wayfinding signage
- Street cleaning and maintenance
- Transit, pedestrian, and bicycle infrastructure and amenities
- Additional parking enforcement
- Marketing and promotion of PBD and local businesses
- Management activities
- Additional police or security services
- Transportation & parking planning

Specific projects can be gathered from existing planning documents and public outreach. In addition, the District could issue a call for projects to business owners and residents to identify potential priority projects.

### **Expenditure Criteria**

The City should develop evaluation criteria to prioritize specific Balboa Village improvement projects. These criteria should be closely linked to the Balboa Village PBD goals articulated above to help ensure that funded projects align with community priorities. Potential project evaluation metrics could include:

- Visitor/business/resident convenience and easy access to destination in Balboa Village
- Parking availability: Maintain target parking availability, especially near local businesses
- Efficient parking utilization: Achieve target on- and off-street parking utilization before building additional parking
- Street operations: Promote multimodal circulation and access to Balboa Village
- Pedestrian connectivity: Ensure safe, secure, comfortable pedestrian facilities to and within Balboa Village
- Bike connectivity: Ensure comfortable, direct paths of travel for cyclists
- Aesthetics and design quality: Ensure that projects contribute to the overall aesthetic environment in Balboa Village
- Customer friendliness: Maximize convenience for visitors, employees, and residents
- Preservation of coastal access; ensure access to coastal resources
- Level of community/district support

The City should measure potential projects using an evaluation framework and prioritize and execute the highest scoring projects to the extent that PBD funds can support.

### **Program Revenues**

City of Newport Beach staff should be responsible for implementing parking meters and pricing structures that facilitate demand-based pricing and ensuring proper oversight of program revenues generated within the Balboa Village PBD.

It should be noted that currently close to 90% of the \$1.5 million of parking revenue generated in Balboa Village is currently allocated to the City's Tidelands Fund. The Tidelands Fund is used to finance a variety of projects to improve access and operations of the City's marine resources. The remaining 10% (\$192,000 in FY 2010-11) is shared between the private parking operator and the City's General Fund. In Balboa Village, General Fund revenue was used to purchase the land for the public lot at East Balboa Boulevard and Palm Street.

Given the City's ongoing obligation to the Tidelands Fund and private parking operator, it is expected that the majority of revenue generated in Balboa Village will not be available for use by the PBD. Nevertheless, it is reasonable to expect that annual parking revenue for a Balboa Village PBD would be less than \$150,000-\$200,000.

### **Demand-based Pricing**

The Balboa Village Parking Management Plan recommended that the City consult with the Coastal Commission and explore upgrading its existing "smart" parking meters for all curb spaces along the primary commercial corridors in Balboa Village. On- and off-street parking should use variable pricing as a means to meet target occupancy levels and generate an appropriate level of turnover.

As described in more detail below, motorists would be allowed to park in a parking space for as long as they like, as long as they pay for it. Prices would be based on length of stay and also

adjusted to respond to seasonal fluctuations in demand so that when parking demand is higher or lower, prices would increase or decrease accordingly.

The primary goal of demand-based pricing is to make it as easy and convenient as possible to find and pay for a parking space. By setting specific availability targets and adjusting pricing, demand can be effectively managed so that when a motorist chooses to park, they can do so without circling the block or searching aimlessly. Demand-based pricing can result in the following benefits:

- Consistent availability and ease of finding a parking space, especially near local businesses and ground floor retail uses
- Flexible time limits, thereby eliminating the need to move a vehicle to avoid time restrictions
- Convenient payment methods that eliminate the need to “plug the meter” and make it easier to pay for parking and avoid parking tickets
- Incentivizes long-term parkers and daily commuters to park in off-street lots
- Reduces search time for parking, resulting in less local congestion and vehicle emissions
- Reduces illegal parking
- Provides a more equitable and efficient way to account for the real costs to a city for providing parking
- Offers a potential revenue stream for the City that should be reinvested in local transportation and mobility improvements

### **Meter Type**

New meters should employ “smart” technology that accepts multiple forms of payment, including credit cards and pay-by-phone technology.

### **Target Occupancy Rate**

Target occupancy rates for on-street spaces should be 85% and 90% for off-street spaces, which would translate into approximately one space per block and several spaces per lot being available at all times of the day.

### **Initial Hours & Pricing Structure**

Current meter rates are \$1.50 per hour. Hours and pricing should be based on demand and proximity to prime parking destinations. Furthermore, the price of off-street parking should be set lower than on-street rates in order to incentivize motorists to seek out underutilized off-street spaces. Ideally, all off-street “pay” facilities would employ consistent pricing structures. Outlined below is the proposed hours and pricing structure for Balboa Village:

#### *On-street<sup>4</sup>*

- Peak period (Summer)
  - 8 AM – 6 PM, 7 days
  - \$2.00 per hour (0-2 hours)
  - \$2.50 per hour (2+ hours)

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<sup>4</sup> Based on data to be collected in the summer, 2013, it may be beneficial to lengthen the hours of operation for on-street meters to 8 PM on weekends.

- Off-peak period (non-Summer)
  - 8 AM – 6 PM, 7 days
  - \$1.00 per hour (0-2 hours)
  - \$1.50 per hour (2+ hours)

Off-street

- Peak period (Summer)
  - \$1.50 per hour (no max)
- Off-peak period (non-Summer)
  - \$.50 per hour (no max)

### **Meter Pricing Adjustments**

It is possible that the initial pricing structure proposed above will not achieve the target occupancy rate. Therefore, meter prices should not be static, but periodically adjusted to respond to changes in demand. Rates need not change constantly or abruptly. When revising meter hours or rates, it is safest to increase or decrease rates slowly, with occupancy checks before and after each rate adjustment, in order to avoid overshooting and accidentally driving away customers or visitors.

This Plan recommends that City of Newport Beach Staff be authorized to increase parking prices up or down in \$0.25 increments a maximum of four times per year, with an upper price limit of \$3.00 per hour.

If and when Staff deems that it is necessary to increase the price further on certain blocks or in certain parking facilities in order to manage higher parking demand in those locations, Staff must return to City Council to request authorization to do so, at which time a new price threshold (upper limit) on parking prices can be also be established.

### **Shared Parking**

A shared parking district—an area where multiple businesses or land uses share off-street parking facilities—allows visitors to park once and then walk between different destinations. This scenario reduces the amount of parking that has to be provided to maintain a given level of availability and promotes pedestrian activity.

Chapter 20.40.110 of the City of Newport Beach Municipal Code includes strict provisions for joint use or shared parking. Shared parking, to a certain extent, does exist in Balboa Village, as much of the existing parking supply is already publicly available. However, there are close to 120 off-street spaces that are specifically dedicated to tenant or customer parking within the proposed PBD. Adopting revised shared parking policies would formalize a flexible shared parking policy that, to the greatest extent feasible, ensures that existing parking supply is made public. Furthermore, this recommendation is aimed at guaranteeing that any additional future parking supply accompanying new development in Balboa Village is publicly available.

### **Shared Parking Agreements for Existing Parking**

Currently, off-street lots are utilized less than on-street spaces in Balboa Village. The parking occupancy disparity is even greater for privately-owned, off-street parking. Mid-week during the Spring 2013 survey, public off-street facilities were utilized at higher rates than private ones during all count times except 8-10 AM. Public facility utilization peaked at 56% (2-4 PM), while

private facility utilization peaked at 42% (2-4 PM). On Saturday, public facilities continued to be utilized at higher rates than private ones during all count times. The utilization of public off-street facilities exceeded target rates during two count times, 2-4 PM and 4-6 PM (96%). Private off-street facility utilization peaked at 53% (4-6 PM).

Shared parking agreements can help to more evenly distribute parking demand across public and private facilities. Before building additional parking, the PBD should work with private owners of key off-street lots to coordinate pricing and regulatory structures between on- and off-street facilities. These agreements would enable the PBD to establish consistent pricing and regulations throughout Balboa Village and could help relieve some of the pressure on on-street spaces and publicly-owned off-street lots, particularly on weekends. Should additional publicly-owned parking be needed to meet demand, the PBD should approve a policy ensuring that it will first be purchased or leased from existing private parking lots or structures from willing sellers prior to the construction of new parking lots or structures.

To initiate shared parking, the PBD should evaluate existing supply and demand trends in order to identify priority areas for acquisition of off-street supply. Initially, the occupancy data collected by Nelson\Nygaard in Spring 2013 (to be supplemented in Summer 2013) could serve to identify potential private parking candidates for shared parking agreements.

There are three basic types of public/private agreements which the PBD could enter into with a private property owner. These include:

1. Direct purchase: The PBD would simply purchase these parcels of land, thereby allowing it control over the parcels.
2. Lease the private lot: Under this arrangement the PBD would essentially “rent” the parking spaces from the property owner, and would be entitled to control pricing and regulations of the facility. The PBD would enforce compliance with regulations.
3. Private owner, public management: Under this arrangement the PBD would pay for the installation of meters and be entitled to control pricing and regulation of the facility. However, all meter revenue would go to the property owner. The PBD would be responsible for parking enforcement and would collect all citation revenue.

Liability issues often emerge as a potential concern, yet these issues are typically covered in standard liability coverage in any land use policy to cover public passage. In addition, liability can be more comprehensively addressed through well-written lease agreements that include provisions requiring the leaser to maintain a good state of repair, ADA access, etc., along with provisions that the lessee provide adequate and appropriate signage for patrons and take actions to avoid overcrowding or other hazardous situations. To serve as a basis for private facility leases, sample operating and liability agreements can be found in Appendix B.

### **Shared Parking Agreements for New Construction**

To guarantee that shared parking is provided at any new development within the PBD, the City of Newport Beach should amend the Municipal Code and create a parking overlay zone for properties within the PBD. Currently, Chapter 20.40.110 allows shared parking for new development with the approval of a conditional use permit, which certifies that various conditions regarding proximity, different peak parking demands, long-term occupancy, etc., are met. It is recommended that the City of Newport Beach establish a parking overlay zone for the Balboa Village PBD requiring as a condition of approval:

1. Applicants shall be able to meet their minimum parking requirements by right through the provision or leasing of nearby off-site facilities. Due to the denser nature of urban districts, 1,250 feet (a 5-minute walk) is considered acceptable for commercial and 400 feet for residential (a 1.5-minute walk). Note that shopping centers on multiple parcels with reciprocal access agreements are considered on-site by right.
2. All newly constructed private parking in any non-residential development or adaptive reuse project within the PBD be made available to the public
3. Allow parking to be shared among different uses within a single new, mixed-use building within the PBD, by right.

Overlay zones were used in the City of Buenaventura to implement shared parking in the Ventura Downtown PBD (refer to Appendix C).

## **APPENDIX A: SAMPLE PARKING BENEFIT DISTRICT ORDINANCES**

## **APPENDIX B: SAMPLE SHARED PARKING OPERATING & LIABILITY AGREEMENTS**

## **APPENDIX C: SAMPLE SHARED PARKING ORDINANCE**

View Parking Benefit District & Shared Parking Implementation  
(Attachment 2) Appendices at the following link:  
[http://www.newportbeachca.gov/Pln/BVAC\\_Agendas/08-14-  
2013/PBD\\_Appendices.pdf](http://www.newportbeachca.gov/Pln/BVAC_Agendas/08-14-2013/PBD_Appendices.pdf)